DOCUMENT RESUME

ED 132 792 EC 092 361

TITLE	Assessment of Present United States Office of Education Delivery System to Gifted and Talented Children and Youth. Report to United States Office of Education.
INSTITUTION	Little (Arthur D.), Inc., Cambridge, Mass.
SPONS AGENCY	Office of Education (DHEW), Washington, D.C.
REPORT NO	73529
PUB DATE	30 May 71
NOTE	65p.
EDRS PRICE	MF-$0.83 HC-$3.50 Plus Postage.
DESCRIPTORS	*Delivery Systems; *Educational Programs; Elementary Secondary Education; Exceptional Child Research; *Gifted; Government Role; National Surveys; Needs Assessment; *Program Evaluation; *Talented Students

ABSTRACT

Reported are the findings of an assessment of the U.S. Office of Education (USOE) delivery system for educational programs to gifted and talented children at the elementary and secondary level. The report is divided into four sections: part I, which covers the purpose and origins of the study, the methodology used, a summary of results, and a framework for further programing; part II, which contains the information concerning USOE programs serving gifted and talented students that was uncovered through interviewing USOE personnel; part III, which includes descriptions of what happens operationally to program priorities and decisions at each level within the hierarchy of a delivery system, starting at the federal level, with the end purpose of affecting the classroom activities and programs of elementary and secondary school children; and part IV, in which lists are provided of a series of strategies that USOE might follow in setting up an internal agency for gifted and talented students. It is concluded that there is virtually no USOE delivery system of educational programs for the gifted and talented students in the county. Major factors accounting for this situation are noted to include lack of public support for emphasis on gifted and talented children except by parents of such children; no categorical federal legislation which establishes gifted and talented children as a targeted population; the nonintervention relationship of the federal government to state and local educational agencies; and lack of federal or national educational focus on and leadership within the area. (SBH)

ASSESSMENT OF PRESENT UNITED STATES OFFICE OF EDUCATION DELIVERY SYSTEM TO GIFTED AND TALENTED CHILDREN AND YOUTH

REPORT TO

UNITED STATES OFFICE OF EDUCATION

73529

MAY 30, 1971

TABLE OF CONTENTS

		PAGE
I.	INTRODUCTION AND SUMMARY OF RESULTS	2
	A. BACKGROUND AND PURPOSE OF STUDY	2
	B. STUDY METHODOLOGY	3
	C. STRUCTURE AND USE OF REPORT	4
	D. SUMMARY OF FINDINGS	5
	E. FRAMEWORK FOR FURTHER PROGRAMMING	7
II.	PROGRAMS SERVING GTCY AND OTHER POPULATIONS	11
	A. SIZE OF SECONDARY AND ELEMENTARY SCHOOL POPULATIONS	11
	B. ESTIMATION OF FTCY POPULATION	12
	C. PROGRAMS SERVING GTCY	19
	D. OTHER POPULATIONS BEING SERVED BY OE PROGRAMS	25
III.	DECISION POINTS WITHIN A TOTAL DELIVERY SYSTEM THAT CAN EFFECT PRIORITIES	35
	A. RELATIONSHIPS BETWEEN AGENCIES IN A DELIVERY SYSTEM	35
	B. LEGAL FRAMEWORK FOR OE PROGRAMS	37
	C. USOE NODE	40
	D. STATE EDUCATION AGENCY NODE	44
	E. LOCAL EDUCATION AGENCY NODE	48
IV.	STRATEGIES AND ENTRY POINTS FOR A DELIVERY SYSTEM WITHIN U.S.O.E.	51
	A. STRATEGIES AND ENTRY POINTS	51
	B. SUBSEQUENT ACTION FOR USOE	57

LIST OF TABLES

Table No.		Page
1	ESTIMATES OF SCHOOL POUPLATIONS IN GRADES K-12 (IN MILLIONS)	11
2	ESTIMATES OF SCHOOL POPULATION BY PERCENT FOR 1969 AND 1970	12
3	NUMERICAL SIZE OF POPULATIONS IN DIAGRAM 4	18
4	RESPONSES OF STATE DEPARTMENTS OF EDUCATION TO QUESTIONS 20 OF OE FORM 115 (DASPRE), 10/70	20
5	STATES REPORTING GIFTED AND TALENTED PUPILS SERVED BY TITLE III FUNDS	23
6	PERCENTAGE COMPARISON OF GTCY SERVED BY TITLE III FUNDS TO POPULATIONS	25
7	COMPARISON OF POPULATIONS SERVED BY USOE ESEA FUNDS	27
8	1971 USOE DOLLARS APPROPRIATED UNDER ESEA ACTS	29
9	USOE FUNDS APPROPRIATED FOR OR SERVING HANDICAPPED GTCY AND EDUCATIONALLY DEPRVIED	30
10	RATIO OF EXPENDITURE/PUPIL TO EXPENDITURE/GTCY PUPIL	31
11	ESTIMATED SIZE OF HANDICAPPED AND GTCY POPULATION	32
12	THE SIX MOST FREQUENTLY MET PROBLEMS AT THE SEA LEVEL IN TRYING TO DELIVER PROGRAMS TO GTCY	45
13	THE SIX BIGGEST NEEDS FOR SUPPORT AT THE STATE LEVEL IN DEVELOPING AND DELIVERING PROGRAMS TO GTCY	45
14	NUMBER OF SCHOOLS IN U.S. 1967-1970	48
15	ESTIMATED NUMBER OF CLASSROOM TEACHERS IN U.S. FOR 1969 AND 1970	49

LIST OF DIAGRAMS

Diagram No.		Page
1	ESTIMATED SIZE OF GTCY POPULATION	13
2	ESTIMATED SIZE OF GTCY POPULATION WITH RECOMBINED DATA	14
3	NUMBER OF PUPILS IN RESPONDING SCHOOLS	16
4	COMPARISON BY AREA AND SIZE OF TOTAL SCHOOL POPULATION, MENTALLY GIFTED PART OF POPULATION, AND GIFTED AND TALENTED PART OF POPULATION	17
5	RESPONSES TO QUESTION 20 OF OE FORM 115 (DASPRE), 10/70 BY STATE DEPARTMENTS OF EDUCATION	21
6	COMPARISON OF NUMBER OF GTCY STUDENTS UNDER TITLE III PROGRAMS TO ESTIMATED SIZE OF GTCY POPULATION AND GIFTED	24
7	USOE 1971 BUDGET	
8	COMPARISON OF POPULATION RECEIVING USOE PROGRAM FUNDS	28
9	USOE FUNDS SPEND PER STUDENT FOR SELECTED POPULATIONS	31
10	SCHEMA SHOWING RELATIONSHIPS BETWEEN EDUCATIONAL AGENCIES	37
11	CATEGORIES OF CONCERN AT SEA LEVEL IN DELIVERING PROGRAMS TO THE GIFTED AND TALENTED	46

LIST OF FIGURES

Figure No.		Page
1	SCHEMATIC REPRESENTATION OF THREE ALTERNATIVE BASIC STRATEGIES FOR ESTABLISHING A GTCY AGENCY OR MECHANISM	52

I. INTRODUCTION AND SUMMARY OF RESULTS

I. INTRODUCTION AND SUMMARY OF RESULTS

A. BACKGROUND AND PURPOSE OF STUDY

This report brings together information collected in an assessment of the United States Office of Education delivery system of educational programs to gifted and talented children and youth at the elementary and secondary level of education in the United States. This study is responsive to that portion of Part C, Section 806 of Public Law 91-230, which stipulates that the Commissioner of Education shall:

- show which existing Federal educational assistance programs are being used to meet the needs of gifted and talented children,

and

- evaluate how existing Federal educational assistance can be more effectively used to meet these needs....

The task was defined by the Office of Education to include:

1. a review of the present USOE delivery system to Gifted and Talented Children and Youth (hereafter referred to as GTCY), and

2. to develop a framework that USOE can use for further program evaluation and program structuring.

This report brings together information collected during this study and shows which Federal educational programs administered by the U.S. Office of Education are presently being used to meet the needs of gifted and talented children and youth at the elementary and secondary level and concludes with recommendations for follow-on action for developing a more effective delivery system to meet the needs of GTCY.

B. STUDY METHODOLOGY

The data used in writing this report were collected in several ways. The Acting Deputy Commissioner for Development sent a memorandum dated March 30, 1971 to all Bureau Chiefs and Office Heads requesting their assistance in submitting program data to the Project Officer for this study. The memorandum stated that since "information will be obtained primarily through structured interviews with OE staff..." that the process will be greatly facilitated if information can be gathered before the interviewing process began. The data requested were:

- "Identification of the person or persons to whom the Bureau Chief would assign official responsibility for providing information for the purposes of this study.
- A list with descriptive information and legislative authority of all programs administered by the Bureau or Office.
- Information on any omissions, additions, or other corrections to the 'Guide to OE-Administered Programs, Fiscal Year 1971' as described in American Education."

With this information an interview schedule was drawn up by Arthur D. Little, Inc., personnel and the Office of Education Program Officer for this study. The interview team then conducted their interviews throughout the Office of Education. Interviews were also conducted with other consultants who were doing work for the Office of Education on other tasks of this study. Telephone interviews were conducted with some USOE Regional Directors on their relationship to programs as administered at the State Educational Agency (SEA) level and the Local Educational Agency (LEA) level.

Analytic data such as the number of students who are part of the targeted population were gathered from existing documents as outlined in RFP 71-23 and from statistics gathered by NCES. Where such data have been used in this report, the references are given to the source(s).

The Arthur D. Little, Inc., director of this study attended a three-day conference sponsored by the USOE for state educational representatives with a responsibility for GTCY. The conference was convened to meet with staff from SEA's which currently devote a substantial effort to gifted and talented education, to determine the nature of their programs, to find out the most presssing needs to make these programs more effective, and to begin more comprehensive planning for program activities within the states. The study team also reviewed written legislation, historical documents contained in OE files, and other reports prepared or being prepared by other consultants performing work for the Commissioner's study.

The information gathered was then ordered, analyzed, and discussed amongst team members, with experts on education for gifted and talented children and youth, and the Project Officer before making this report.

C. STRUCTURE AND USE OF REPORTS

This report has been divided in four sections for the convenience of the reader. The first section is self-contained and traces the purpose and origins of this work, the methodology used in performing the work, a summary of the results reached during this work, and finally a framework within which further programming should take place. The reader who does not have the time to read the full report can understand the results of our work through reading only this section. The next three sections contain the supporting information for the written conclusions of Section I. Section II contains the information concerning USOE programs serving GTCY that we were able to uncover through interviewing with USOE personnel. The third section describes what happens operationally to program priorities and decisions at each level within the hierarchy of a delivery system starting at the federal level with the end purpose of affecting the classroom activities and programs of elementary and secondary school children and youth. The final section lists a series of strategies that USOE might follow in setting up an internal agency for gifted and talented children and youth with a brief discussion of where this agency might reside with the Office of Education.

D. SUMMARY OF FINDINGS

Evidence uncovered in the course of this investigation indicates that some ESEA Title III funds, "Supplementary Centers and Services," and some ESEA Title V funds, "Strengthening State and Local Educational Agencies," are being specifically used for gifted and talented children and youth. The amount of the funds being used for these purposes are so few, less than $7.00 spent per treated student that we conclude:

> There is virtually no USOE delivery system of educational programs for the gifted and talented children and youth of the country.

Many factors account for this situation, but each factor is so closely intertwined with the other factors that the causes for no delivery system must be seen as a package. The major influences militating against the development of a Federal delivery system of an educational package targeted at the gifted and talented children of the country are:

- Although the need for such programs has been established through research, literature, and societal need it has not received very wide support amongst American educators, hence there is little public support for emphasis on gifted and talented children except by parents whose children are gifted or talented.

- There is no categorical federal legislation which establishes gifted and talented children and youth as a targeted population. This has tended to keep the visibility of gifted and talented children very low as an educational priority and makes it difficult to focus Federal resources on the area. (Public Law 91-230 91st Congress H.R. 514 dated April 13, 1970 is a recent exception which amends parts of the Elementary and Secondary Education Act to include mention of the gifted and talented, and it also provides the legal framework for this study.

- As a result of no focused priorities for that population, present USOE activities do not include gifted and talented children and youth as a targeted population. Hence, once existing funds have been disbursed to meet OE's high priority needs and crisis concerns, there is very little likelihood of program money reaching these students.

- The relationship of the federal government to state and local educational agencies has traditionally been one of nonintervention. Statutory program funds are distributed to these agencies for use as they see fit within the broad guidelines of the law. This permits general priority setting at the state and local level to meet local needs and crisis concerns.

- The expressed priority of gifted and talented children and youth is so low within USOE that although discretionary funds could be used to provide programs for gifted and talented children and youth this avenue is seldom used.

- Since there is no federal or national educational focus on and leadership within the area of gifted and talented children and youth, state and locally funded programs targeted for this population have tended to function in isolation from one another. This has resulted in the lack of an effective means for sharing gained knowledge to further a more concerted national program development for GTCY.

The above circumstances function as barriers against the development by USOE of an educational delivery system for gifted and talented children and youth. At the same time, however, there are some unmet needs at the state and local level which must be resolved if a USOE delivery system targeted for GTCY is to operate effectively in the field.

- There is a need for a national center or agency to fulfill the role of monitoring, assessing, and coordinating the present limited program activity for GTCY at the state and local levels if these activities are to coalesce into a significant country-wide effort.

- There is a need for some agency or intermediate office to coordinate and disseminate the research efforts going on throughout the nation in the area of gifted and talented children, which can also act as a catalytic agent for turning these efforts into meaningful program activities at the local and state level.

- There is a need for a centralized, objective agency to evaluate which lines of program activity have been successful in delivering programs to gifted and talented children.

- There is a need for leadership which cannot only fulfill the above three needs but also through interaction with the LEA's and SEA's can assist them in setting program priorities, focusing resources, and then planning program activities to meet these needs.

E. FRAMEWORK FOR FURTHER PROGRAMMING

In order to develop within the United States Office of Education an effective delivery system of programming for gifted and talented children and youth, it will be necessary to remove or substantially reduce the barriers outlined above and also to develop a process that will meet the needs for leadership in developing program activity for these students at the local and state levels. As part of a framework for helping this happen, we recommend:

- Some mechanism or agency be set up within OE to coordinate national activity in the area of programs for gifted and talented children and youth which can fulfill the leadership needs outlined above.

- Programs and project planning that get funding from OE should meet stringent requirements. Any project approved for funds should declare how it is building upon the present body of knowledge regarding the gifted and talented. It should specify the assumptions it is predicated on and how the programming built on these assumptions will produce the expected outcomes.

- All programs to be funded should not only declare their evaluation plans ahead of time, they should also declare what kinds of conclusions are expected from the collected data. Failure to meet this requirement will seriously impair what can be learned from the project.

- Provisions on a national scale must be made for communicating local program results to research centers and for communicating research results to the LEA and SEA levels. The results of these efforts should, in turn, be communicated to all educators in order to help them understand the needs of gifted and talented children and youth, the ways in which these needs can be met, and how to effectively plan to meet these needs.

- The USOE mechanism should provide support services to assist the SEA's in developing and setting up an evaluation and program planning group to help the LEA's and SEA's meet the requirements of the above recommendations.

The framework itself, however, is not sufficient to insure a successful delivery system. It is necessary to provide for continuity of program priorities across changes in administration. For example, in the late 1950's, with the dawn of the space age, national attention was focused on the gifted through a series of NSF and NDEA programs, but those initial efforts have lost their impact because the priorities of the 1960's shifted to the problems of poverty and the disadvantaged. It is further important to maintain program continuity when a new Commissioner of Education takes office. Provision for this continuity of focus does not mean that new administrations or Commissioners of Education should not be able to set their own priorities. Rather,

provision for this continuity is required if the payoffs of programs funded to run for several years are to be realized when they run across more than one administration or more than one Commissioner of Education, and if they are not to be displaced by current crisis needs. This has the added benefit of allowing for planning to meet long range needs before they become crisis issues.

II. PROGRAMS SERVING GTCY AND OTHER POPULATIONS

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A. SIZE OF SECONDARY AND ELEMENTARY SCHOOL POPULATIONS

The total school population in kindergarten through grade twelve in America is estimated to be 51.6 million students (Simon, Kenneth A., and Grant, W. Vance, Digest of Education Statistics, Washington, September 1970, Page 2, Table 1), see in Table 1.

GRADE	TYPE OF SCHOOL 1969 Public	1969 Non-Public	1970 Public	1970 Non-Public
K-8	32.6	4.3	32.6	4.2
9-12	13.0	1.4	13.4	1.4
Total	45.6	5.7	46.0	5.6

1969 Population 51.3
1970 Population 51.6

TABLE 1: ESTIMATES OF SCHOOL POPULATION IN GRADES K-12 (IN MILLIONS)

This shows that the approximately 51.3 million children receiving education in 1969 grew to an estimated size of 51.6 million children by September of 1970. Of the total school population, 71.9% in 1969 and 71.3% in 1970 were enrolled in kindergarten through the eighth grade (see Table 2). Of this K-8 population, roughly 88% (88.3% in 1969 and 88.6% in 1970) are enrolled in public institutions. In grades 9-12, the 28% of the 1969 enrollment figures grew to 28.7% by 1970 with about 90% of this secondary population (90.4% for 1969 and 90.6% for 1970) enrolled in public schools. Table 2 shows the figures of Table 1 represented as percentages with respect to the total estimated population for each year.

TYPE OF SCHOOL BY YEAR

GRADE		1969		1970	
		Public	Non-Public	Public	Non-Public
	K-8	63.5	8.4	63.2	8.1
	9-12	25.3	2.7	26.0	2.7
	Total	99.9%		100%	

TABLE 2: ESTIMATES OF SCHOOL POPULATION BY PERCENT FOR 1969 AND 1970

B. ESTIMATION OF GTCY POPULATION

To determine the number of children from this population who are Gifted and Talented Children and Youth is difficult. The difficulties come from several sources: there is no clear definition of what gifted and talented means; it is easier to deal with the gifted part of the category because a standardized I.Q. test can be used with a level of 120 or higher as the measure of gifted (in the past a higher figure of 130 or 140 has been chosen); there have been no definitive studies aimed at approximating the size of these populations. Recently, however, two surveys have focused on this area. This should not be confused with the work Psychometricans are doing on developing criteria for identifying GTCY.

One survey, known as the Survey of Leadership in Education of Gifted and Talented Children and Youth (hereafter referred to as Advocate Survey), was developed and conducted as a part of the Commissioner's study on gifted and talented children. The other survey, known as the School Staffing Survey, was developed and conducted by the National Center for Educational Statistics.

The Advocate Survey was a study in which 204 recognized experts in the area of Gifted and Talented Children and Youth out of an original sample size of 239 responded to an extensive 24 page fact-finding survey. The data collected in this survey were brought together and incorporated in a report to the Commissioner of Education. This survey queried these experts about what an adequate definition for this population should be,

what the underlying philosophy and objectives for education aimed at the gifted and talented should be, what backgrounds and characteristics teachers for gifted and talented should have, what programs targeted for this population should be like, and in what ways money could be best used for delivering educational opportunities to these children.

Because this survey went only to people who were recognized as leaders in the area of GTCY, all responses to it can be viewed as responses from people who are knowledgeable about the subject content. Assuming that the respondents were able to remain objective in their responses, we have used the data from this survey for estimating the size of the GTCY population. Diagram 1 shows graphically the tabular data as

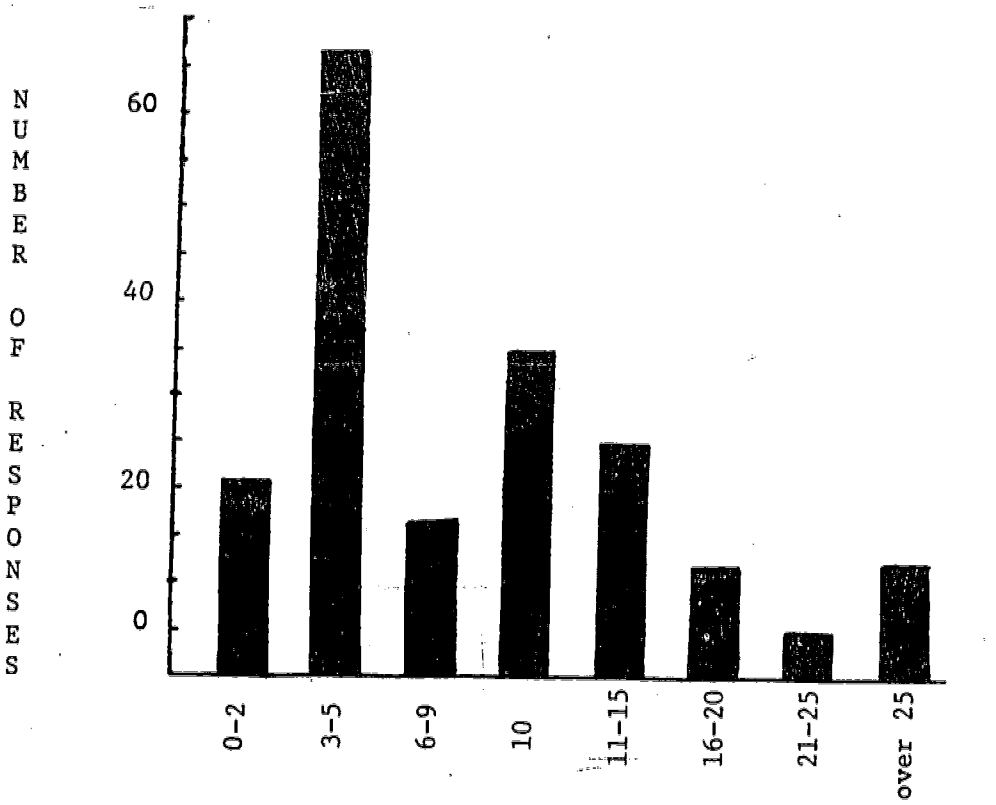

DIAGRAM 1: ESTIMATED SIZE OF GTCY POPULATION
(TOTAL NUMBER OF RESPONSES 194)

it was reported (Page 20, Volume 1, Analtyic Studies of Selected Educational Data, a report to USOE prepared under Contract No. OEC-0-71-0690).

For purposes of developing an estimate for the size of the GTCY population, we will use the mean of the data shown in Diagram 1. Multiplying the midpoint of each cell by the number of responses in that cell gives a mean of almost 9%. However, the data tabulated in the Analytic Studies of Selected Educational Data were not collected in equal size cells. By recombining the data of Diagram 1 into equal size cells (see Diagram 2) we get a value of 8% for the mean. Thus, the average estimate by these experts of the size of the gifted and talented population according to the questionnaire definition,

> Gifted and talented children are those who are capable of high performance as identified by professionally qualified personnel. These are children who require different education programs and/or services beyond those normally provided by the regular school program in order to realize their full potential in contribution to self and society.

is 8% of the total school population.

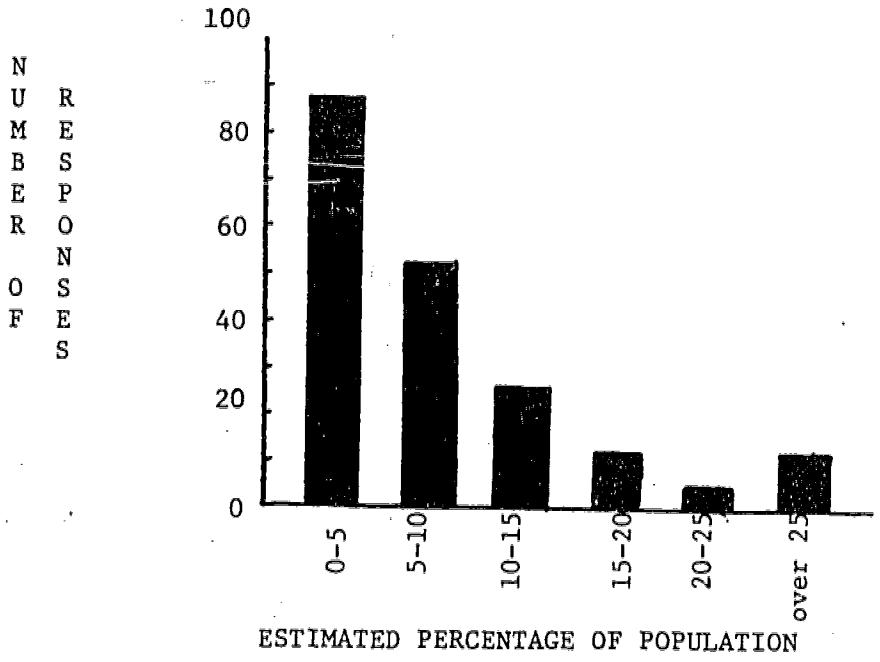

DIAGRAM 2: ESTIMATED SIZE OF GTCY POPULATION WITH RECOMBINED DATA (TOTAL NUMBER OF RESPONSES 194)

The School Staffing Survey is a three-part statistical study based on a sampling of U.S. public education focused on delineating specific characteristics of elementary and secondary schools. In that survey school principals were asked some questions about eleven different populations of exceptional children. One type was mentally gifted; defined for that study as:

> "Mentally Gifted Pupils are those whose level of mental development is so far advanced that they have been identified by professionally qualified personnel as in need of additional educational opportunities."

The numbers of pupils in the schools the responding principals directed are shown in Diagram 3 (Source: Table 4.2, Page 132, Volume 1, Analytic Studies of Selected Educational Data). Of the roughly 45 million students in these school systems, these principals estimated that 3.3 percent or slightly more than 1.4 million children were gifted (Source: Table 4.5, Page 134, Volume 1, Analytic Studies of Selected Educational Data). Interestingly, 57.5% of the principals sampled in the School Staffing Survey reported no gifted children in their schools according to the definition given in the study. This figure of 57.5% certainly appears odd and tends to strain the credibility of the data. However, assuming that the sample for the study was randomly chosen, and that the responses accurately reflected the principals perceptions, the figure of 3.3% should be accepted as a true estimate of the percentage of gifted pupils in their school populations even though such a large percentage of the principals reported no gifted students in their schools.

This percentage of gifted students (3.3%) is not necessarily contradictory to the 8% estimate as the percentage of gifted and talented children as reported by the experts in the Advocate Survey. From another source, the Project Talent study (reported in Analytic Studies of Selected Educational Data) used 2.5% as an estimate for the other percentage of elementary and secondary students who are intellectually (mentally) gifted. It, therefore, seems reasonable to interpret the

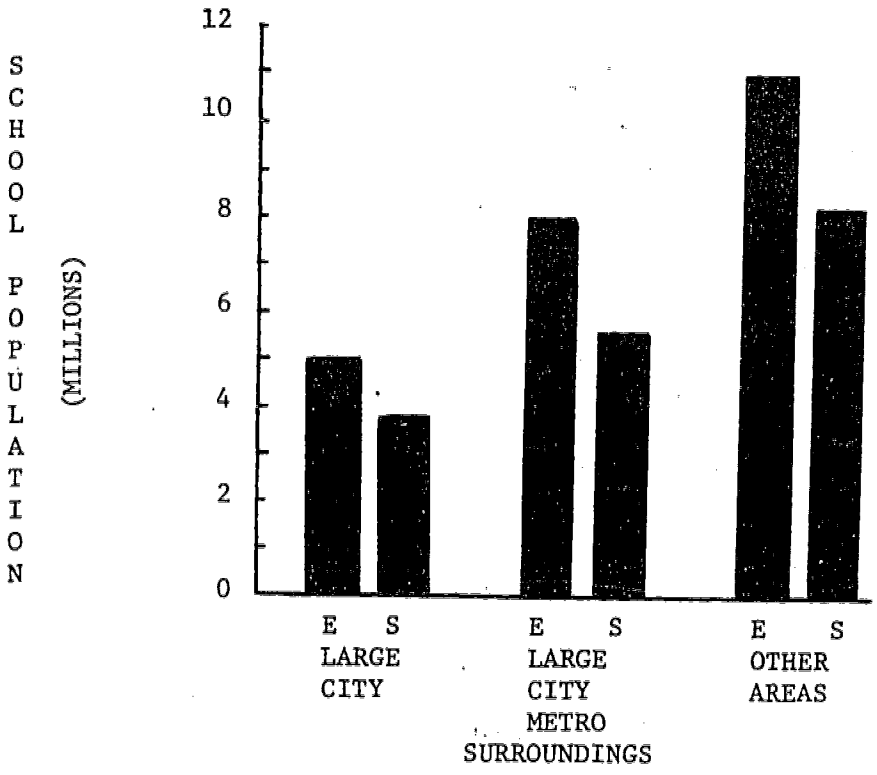

DIAGRAM 3: NUMBER OF PUPILS IN RESPONDING SCHOOLS (SCHOOL STAFFING SURVEY)

3.3% as consistent with the other data which estimates the size of the mentally gifted population. In what follows, therefore, we will assume the range of 2.5-3.3% as a reasonable estimate of the number of students in the elementary and secondary school populations who are mentally gifted. Using the 1970 estimate for the size of this total school population, this means that there are 1,290,000 to 1,703,000 mentally gifted students in the elementary and secondary schools of our nation. For calculating purposes we will use the midpoint of this range, 2.9%, during calculations to simplify the argument. This means that we will use a figure of 1,496,000 as our estimate of the number of mentally gifted students in the elementary and secondary school population.

Using these data then, we will take 8% as an estimate of the percentage of students in the total elementary and secondary school population who are gifted and talented children and youth. In conjunction with this estimate, we will also use the 2.9% of this same total school population as a valid estimate of the number of students who are mentally gifted. Diagram 4 shows pictorially the estimated size of the total 1970 elementary and secondary school population, the mentally gifted population, and the gifted and talented population as calculated above. In Diagram 4, the three populations can be compared by actual number of students by locating where the top of each rectangle intersects the "Number of Students" line, or visually by comparing the areas of all three rectangles for a size estimate of each population.

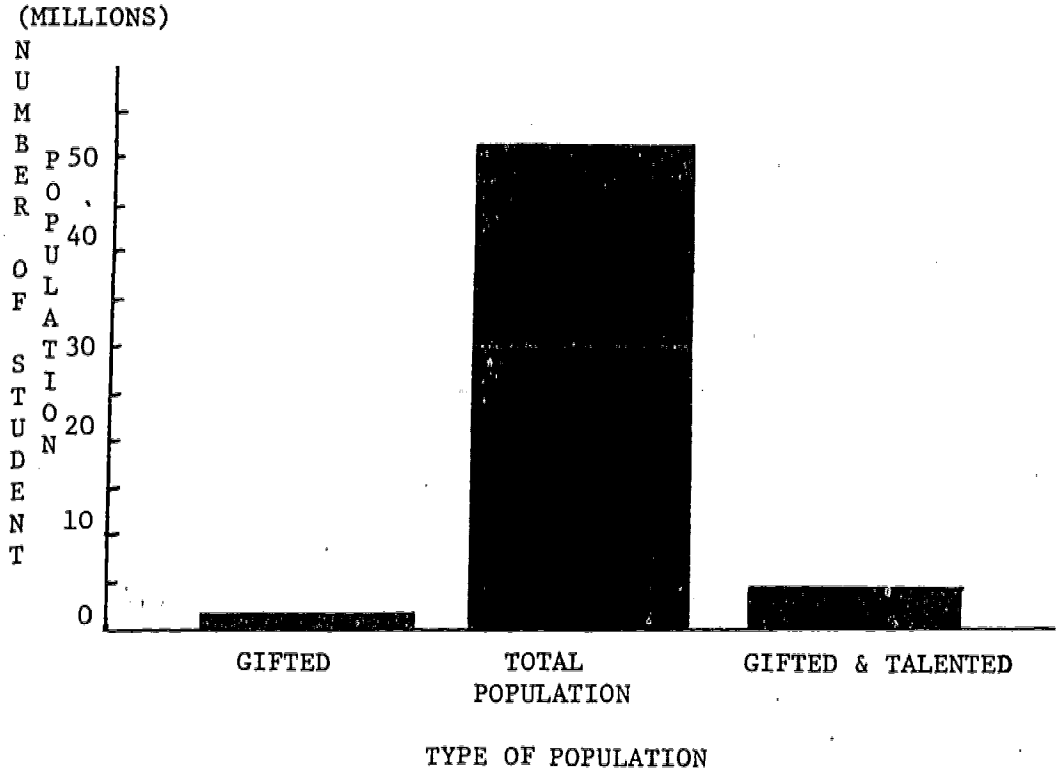

DIAGRAM 4: COMPARISON BY AREA AND SIZE OF TOTAL SCHOOL POPULATION, MENTALLY GIFTED PART OF POPULATION, AND GIFTED AND TALENTED PART OF POPULATION

It should be noted that the category of Gifted and Talented does not necessarily break into two mutually exclusive groups of students: some of the gifted students are also talented and vice versa. This would not effect the absolute size of the gifted and talented population unless a given individual were counted twice within the overall category. We have assumed that a student was counted only once when the respondents estimated the percentage. The more difficult problem presented by this overlap is how many are gifted as opposed to talented. Using the 8% estimate for the percentage of gifted and talented students, and 2.9% as the estimate for just gifted (mentally), it follows that 5.1% of the total school population are the talented but not mentally gifted. We are also assuming that if a student was gifted and talented, that he was classified as mentally gifted not as just talented and not twice.

POPULATION	SIZE
All E.S. Students	51,600,000
Gifted and Talented	4,128,000
Gifted	1,496,000

TABLE 3: NUMERICAL SIZE OF POPULATIONS IN DIAGRAM 4

These figures will be used throughout the rest of this report. Thus, out of the 51.6 million elementary and secondary school students in America, there are at least 4.128 million students who are gifted and talented, of which at most 1.703 million are mentally gifted. It is these students, then, whose development would be affected by educational programs targeted for the gifted and talented children and youth of America.

C. PROGRAMS SERVING GTCY

Our interviewing process within USOE uncovered two types of program funds being used to serve GTCY's. These programs are under Title III of ESEA, Supplementary Educational Centers and Services; Guidance, Counseling and Testing, and Title V of ESEA, Strengthening State and Local Educational Agencies.

Title III establishes grants for supplementary education centers and services to stimulate and assist SEA's and LEA's in providing vitally needed educational services not otherwise available in sufficient quantity or quality at the local level. The funds may be used for the establishment of exemplary or innovative elementary and secondary school educational programs to serve as models for regular school programs and to assist the states in establishing and maintaining programs of testing, guidance, and counseling. Programs initiated under Title III, therefore, can directly affect the student.

Title V provides grants for stimulating and assisting states in strengthening their leadership resources. Title V funds are being used in this way by some states to pay either part or all of the salary of a person attached to that SEA with a responsibility for the area of gifted and talented children and youth. Title V may also be used for establishing or improving programs to identify and plan programs to meet state educational needs.

During 1970 OE FORM 115 (DASPRE), 10/70 was distributed to the fifty State Departments of Education asking for information regarding the gifted and talented children and youth receiving special attention in their state. Question 20 of that form was:

> To the best of your knowledge, does your state use federal funds (administer or coordinate) for programs for gifted and talented children? Yes___ No___
>
> If yes, please indicate the titles you are utilizing.

ESEA, Title I	(Educationally Deprived)	Yes___ No___
ESEA, Title II	(Library resources & Media)	Yes___ No___
ESEA, Title III	(Supplementary Educational Centers and Services)	Yes___ No___
ESEA, Title V	(State Departments of Education)	Yes___ No___
NDEA (Specify Titles)_____		Yes___ No___
Higher Education Act (Specify Titles)_____		Yes___ No___
Art and Humanities Act		Yes___ No___
Economic Opportunity Act (Head Start, etc.)		Yes___ No___
Other (Specify Act and Title)_____		Yes___ No___

Forty-nine of the fifty states replied to this form. Of these states twenty reported that they used some federal funds for programming targeted for GTCY. Table 4 shows the responses to this question.

FEDERAL LEGISLATION	NO. OF STATES USING	% OF STATES USING TO USING STATES (20)	% OF STATES USING TO ALL RESPONDING STATES (49)
ESEA, Title I	10	50%	20%
ESEA, Title II	10	50%	20%
ESEA, Title III	18	90%	36%
ESEA, Title V	8	40%	16%
NDEA	11	55%	22%
Higher Education Act	1	5%	2%
Arts and Humanities Act	7	35%	14%
Economic Opportunity Act	4	20%	8%
Other	2	10%	4%

TABLE 4: RESPONSES OF STATE DEPARTMENTS OF EDUCATION TO QUESTION 20 OF OE FORM 115 (DASPRE), 10/70.

Of the twenty states who are using federal funds, the largest number used ESEA Title III, Supplementary Education Centers and Services, as a source of funds for reaching GTCY. As is evident from the total number of responses, most of these states used more than one federal source of funds with 3.5 the average number of different federal sources being used by each of the twenty states using federal funds for GTCY. The information in Table 4 has been presented pictorially in Diagram 5.

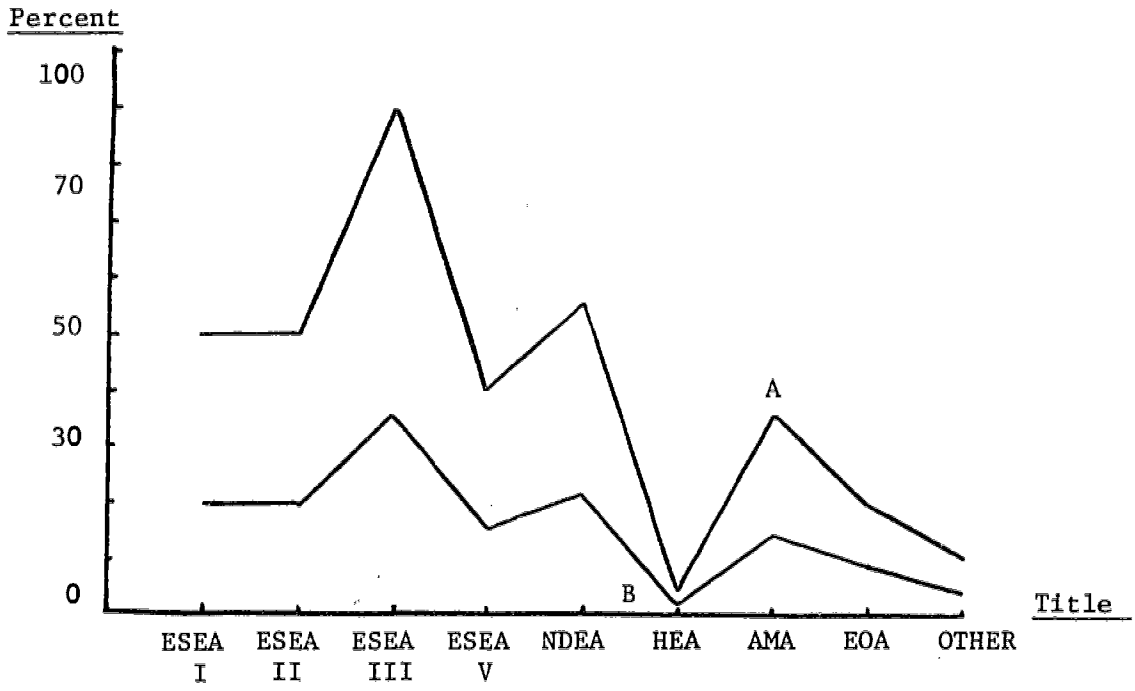

DIAGRAM 5. RESPONSES TO QUESTION 20 OF OE FORM 115 (DASPRE), 10/70 BY STATE DEPARTMENTS OF EDUCATION

LEGEND A: This curve shows the number of responses percentaged against the 20 states using Federal Funds for GTCY

B: This curve shows the number of responses percentaged against the 49 states who responded to OE Form 115. 49 Equals 20 states using Federal Funds plus 29 states not using Federal Funds for GTCY.

Our interviewing process uncovered evidence that both ESEA III and ESEA V funds are being used to support programming for GTCY through programs (Title III) or for supporting the salaries of personnel at the state educational agency level who have a responsibility for overseeing state activity for GTCY (Title V). This information, therefore, corroborated some of the data shown in Table 4. For example, we found data (Table 5) in Title III files showing eighteen states as using such funds for GTCY. We were not able to find such data for the Title V case, but we did at least find USOE staff who were aware of funds being so used. We did not find such corroborating evidence with respect to other programs. We take the lack of data, the poor state of existent data, or the lack of willingness to talk about uses of funds during the interviewing process to be indicative of the present state of a USOE delivery system of educational programs targeted for gifted and talented children and youth.

In the Title III case we found that eighteen states are serving 180,121 students with $1,094,867 of federal funds (see Table 5). This means that on the average there is substantially less than $10 per treated student being expended for special education under this Title. The data itself seems inconsistent: of the 18 states reporting, the relationships between the number of GTCY in each state receiving services and the total number of students in each state strain the credulity of the reader. For example, 12.92% of the total Maryland public school population are receiving specialized programming as gifted and talented students whereas in New York a little less than 1/4 of 1% are receiving specialized attention under the Title III funds, or there are only 80 children in the State of California directly benefiting from such funds, whereas 2,620 are getting attention in South Dakota. It is further hard to visualize that this dollar expenditure per pupil can be having much of an impact in such states as Kentucky, Maryland, or Nebraska, for example. It seems more reasonable to explain these figures by assuming that many of these students are enrolled in Title III programs designed to encourage student creativity. (We do not know this as fact.) It certainly seems reasonable to conclude that the bulk of these Title III

dollars are not accomplishing a great deal in the way of delivering programs to GTCY.

	State	Number of Pupils	Funds
	California	80	$ 27,978
	Colorado	970	64,400
	Iowa	464	30,000
	Kentucky	300	300
	Maryland	115,251	326,504
	Massachusetts	1,750	80,312
	Nebraska	4,659	32,500
	New York	8,725	*
	North Carolina	550	68,700
	North Dakota	1,000	15,000
	Ohio	150	36,300
	Rhode Island	120	111,212
	South Dakota	2,620	29,054
	Texas	*	22,850
	Utah	635	18,000
	Virginia	42,593	60,757
	West Virginia	90	21,000
	Puerto Rico	164	150,000
Totals	18	180,121	$1,094,867

TABLE 5: STATES REPORTING GIFTED AND TALENTED PUPILS SERVED BY TITLE III FUNDS

*No data available.

Nevertheless, it is worthwhile to explore more fully what this collected data represents. Diagram 6 compares the number of children receiving specialized attention through federal funds versus the estimated size of the populations. This same information is presented in Table 6 along with the percentage of the number of students being served under Title III programs with respect to each population category in Diagram 6 and the total number of estimated elementary and secondary students in America.

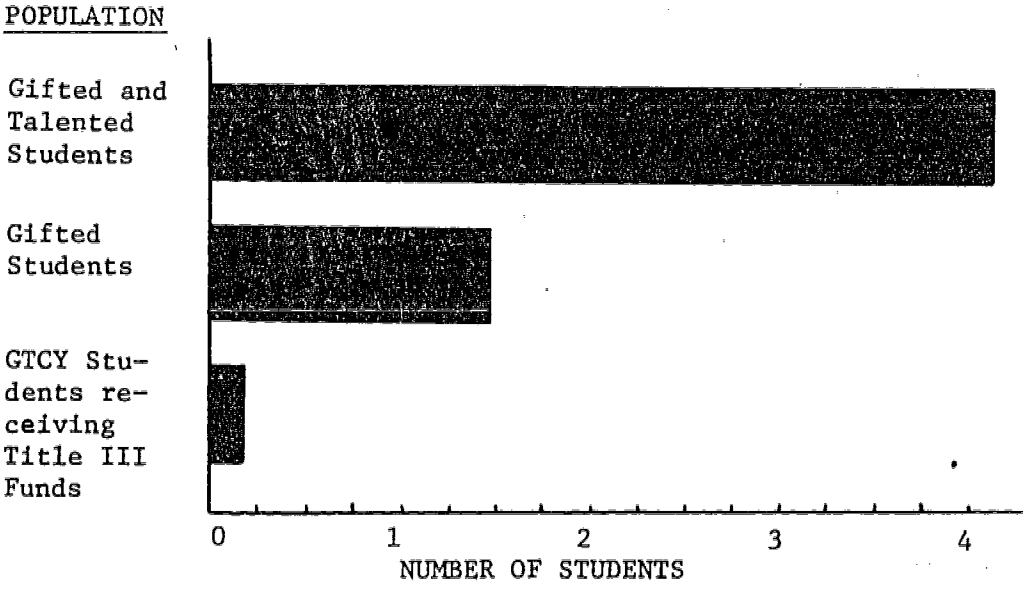

DIAGRAM 6: COMPARISON OF GTCY STUDENTS RECEIVING ATTENTION UNDER TITLE III PROGRAMS TO ESTIMATED SIZE OF GIFTED POPULATION AND GIFTED AND TALENTED POPULATION

No.	Population	Size	% of No. 4 to Other Populations
1	All E.S. Students	51,600,000	.3%
2	Gifted & Talented	4,128,000	4.4%
3	Gifted	1,496,000	12.0%
4	GTCY Being Served	180,000	

TABLE 6: PERCENTAGE COMPARISON OF GTCY SERVED BY TITLE III FUNDS TO POPULATIONS

An interpretation of Table 6 reveals that although at least 8% of the total elementary and secondary school population is gifted and talented, only .3 of 1% are reported as recipients of federal funds. Further, this also means that at most 4.4% of the estimated 4,128,000 GTCY students are receiving specialized attention through federal funds specifically targeted for them. If we make the most generous assumption possible, the 180,000 pupils are all mentally gifted, this would mean that at most (using the 2.9% for the range) 12.0% of the nation's elementary and secondary students who are mentally gifted are receiving specialized attention from federal support.

These argument have been built on a limited data base and must be used with care. The fact that we were able to uncover such a limited amount of data, however, is highly important as a measure of the present USOE delivery system for gifted and talented children and youth. Again, we conclude that there is virtually no such system within the present U.S. Office of Education.

D. OTHER POPULATIONS BEING SERVED BY OE PROGRAMS

A review of the Office of Education Budget (see Diagram 7) indicates that the biggest group of students that USOE focuses on are the educationally deprived. Educationally deprived children include the

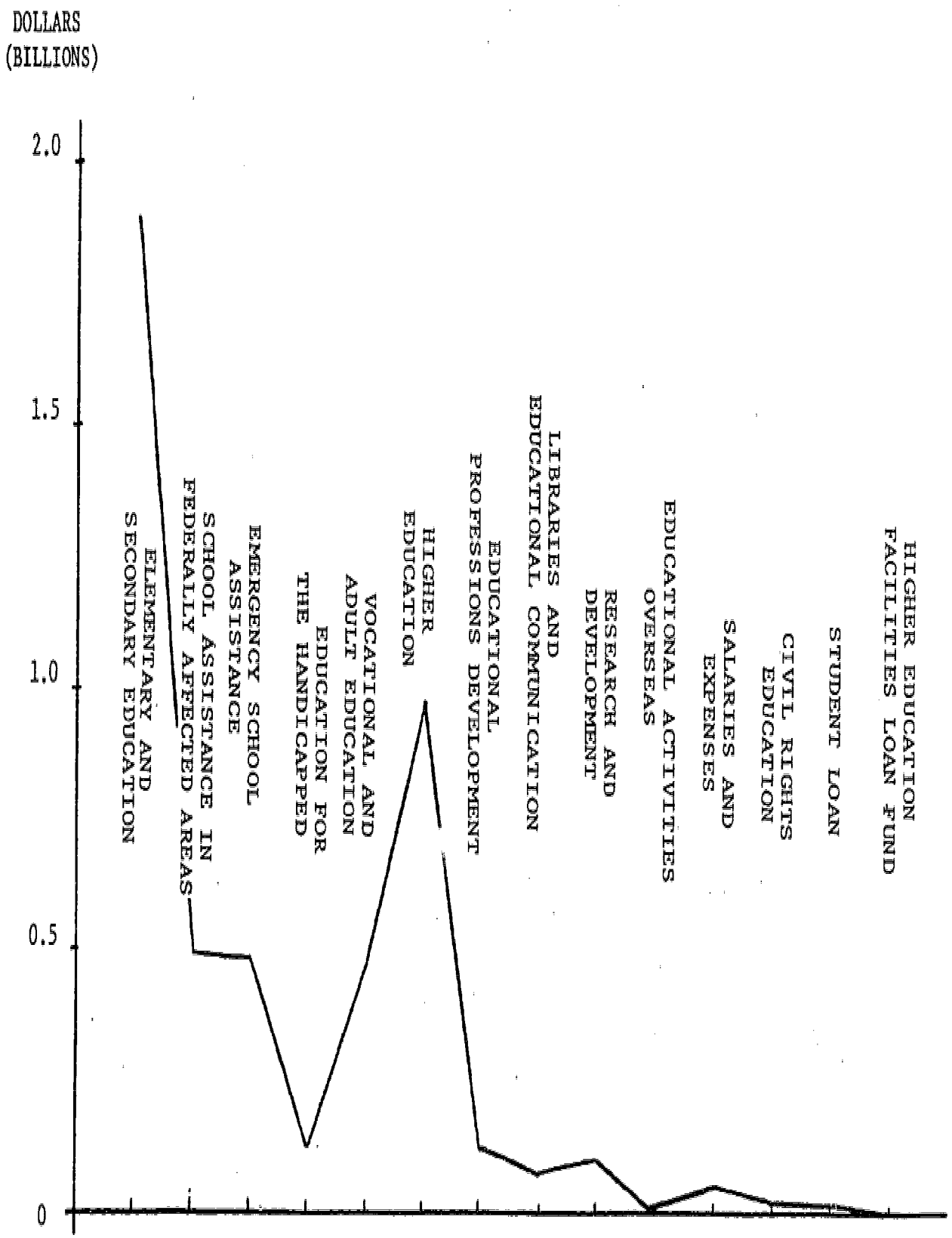

DIAGRAM 7: USOE 1971 BUDGET (APPROPRIATED)

handicapped, neglected and delinquent, migratory, the poor, the drop-out, the non-English speaking, and the disadvantaged who have been in Head Start programs. These populations are served by Title I, III, V, VI, VII, and VIII of the Elementary and Secondary Educational Act. (Title VI of this act will be replaced by the Education for the Handicapped Act by July 1, 1971.) The Vocational and Adult Education Act also provides programs for these same populations.

ESEA Title III funds of $143,393,000 and EASEA Title VIII funds of $10,000,000 are also reaching targeted populations. These figures have not been included in Table 6 because an accurate estimate of the number of students being served by these funds was not obtained. However, the populations being served by these latter two Titles tend to be the same as for Title I with the exception of the 180,121 students being treated as gifted and talented children and youth with Title III money.

Comparison of Tables 6 and 7 shows that the number of educationally deprived students being served by Title I funds is almost twice the 4,128,000 estimate of gifted and talented children while the number of students being served by Title VI funds is almost equivalent to the number of gifted and talented children receiving Title III funds. These data are summarized in Diagram 8.

POPULATION	NUMBER OF STUDENTS	% OF TOTAL POPULATION
All E.S. Students	51,600,000	100.0
Title I Educationally Deprived	7,900,000	15.3
Title VI Handicapped	183,000	.4

TABLE 7: COMPARISON OF POPULATIONS SERVED BY USOE ESEA FUNDS (SOURCE: U.S. GOVERNMENT BUDGET FOR 1972)

POPULATION AND
SOURCE OF FUNDS

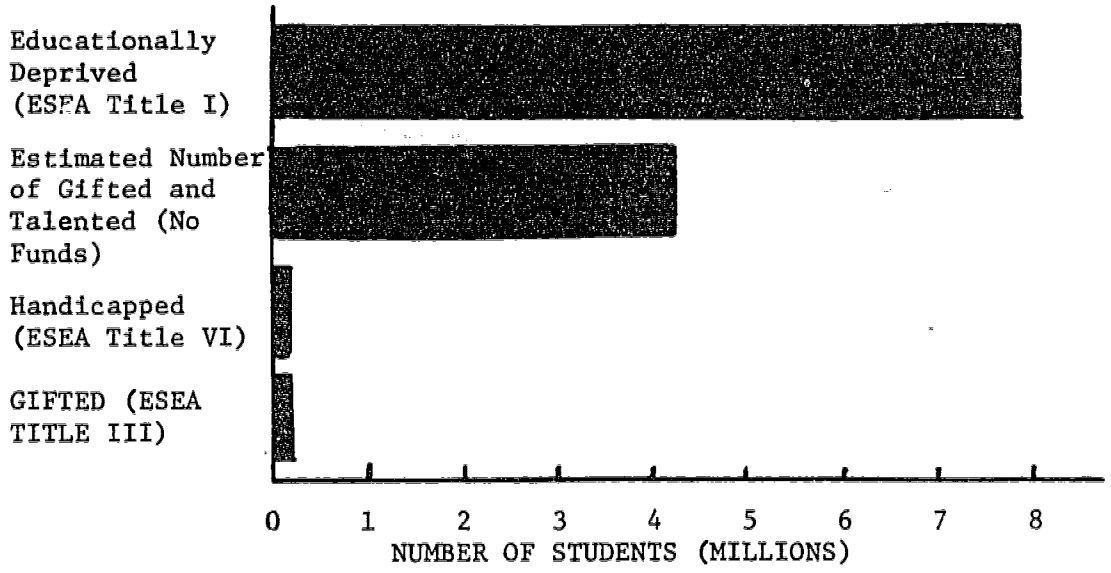

DIAGRAM 8: COMPARISON OF POPULATION RECEIVING USOE PROGRAM FUNDS

The 1971 appropriations for the USOE are shown in Diagram 7. As is clearly evident from the graph, the largest budget item is for the Bureau of Elementary and Secondary Education (BESE). The total appropriation for BESE is $1,915,968,000 of which $1,500,000,000 is targeted for educationally deprived children under ESEA I. Table 8 gives a breakdown of the major Titles that make up ESEA. The flow of funds to the population shown in Diagram 8 will be traced in this section in order to compare the population sizes and targeted USOE dollars for these populations against one another. A quick inspection of Diagram 7 shows that the USOE budget does reach other populations than those shown in the preceding diagram.

Authority	Description	Appropriation
ESEA I	Aid to School Districts	$1,500,000,000#
ESEA II	Library Resources	80,000,000
ESEA III	Supplementary Services	143,393,000
ESEA V	Strengthening State Departments of Education	29,750,000
ESEA VII	Bilingual Education	25,000,000
ESEA VIII	Dropout Prevention	10,000,000
	TOTAL	$1,788,143,000

TABLE 8: 1971 USOE DOLLARS APPROPRIATED UNDER ESEA ACTS

The dollars shown are the sum of those line items in the USOE Budget earmarked as program dollars for a specific population. They do not include research and innovation funds that also reach some students under these acts.

SOURCE: Department of Health, Education, and Welfare, Office of Education, Fiscal Year 1972 Budget; internal report.

Of the $1.5 billion specified for educationally deprived children (ESEA I), $1,339,747,067 are formula funds earmarked for LEA's, while $137,366,984 are targeted for handicapped, migratory, neglected and delinquent, and students who live in areas having a high concentration of poor families in them. Additional funds for the handicapped under Education for the Handicapped Act has $34 million divided amongst state grants and $27.5 million disbursed amongst early childhood, research and demonstration, innovation for deaf-blind, and special learning disabilities projects.

In order to assess the implied USOE priority status of gifted and talented children and youth, the gifted and talented population will be compared with the educationally deprived, and then the handicapped.

	Number of Pupils Being Reached By USOE Programs	Funds Targeted For or Reaching These Pupils
Educationally Deprived	7,900,000	1,339,749,067
Handicapped	115,000	29,708,000
GTCY	180,121	1,094,867

TABLE 9: USOE FUNDS APPROPRIATED FOR OR SERVING HANDICAPPED, GTCY AND EDUCATIONALLY DEPRIVED.

The data in Table 9 were obtained from the Budget and Manpower Division of USOE. The 7.9 million figure is the number of elementary and secondary students under current operations who are recipients of the $1.3 billion of funds under Aid to School Districts. The 115,000 figure for handicapped students is the number of students who are currently receiving almost $30 million in funds under State Grant Programs. In this case, the number of students expected in 1972 would increase to at least 183,000 as reported in The Budget of the United States Government, Appendix, Fiscal Year 1972, p. 445, if the other aspects of BEH activity were included. If the number further included the impact of teacher programs, this figure would be much larger. These numbers were chosen for these two populations because they both represent state grants and can, therefore, be used as a comparative measure where the number of students served has been established.

This information has been condensed into Diagram 9 and shows that there is a wide discrepancy between the actual expenditures per pupil by population. The onesideness of these ratios indicates that attention on gifted and talented is minimal in comparison with the two priority concerns. Further evidence for this conclusion arises by comparing the sizes of the handicapped and GTCY populations (see Table 10).

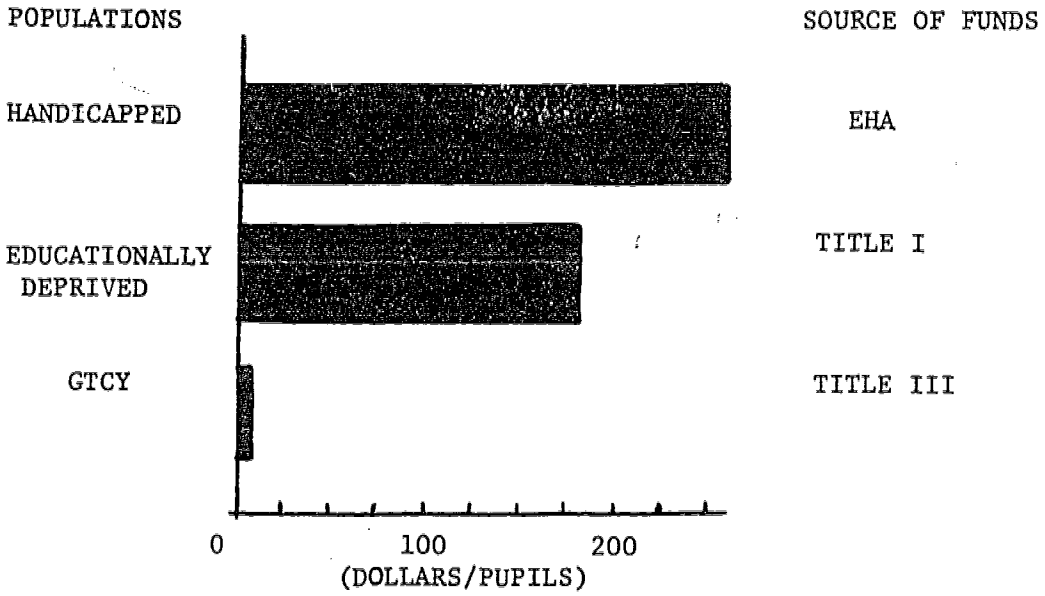

DIAGRAM 9: USOE FUNDS SPENT PER STUDENT FOR SELECTED POPULATIONS

POPULATION	EXPENDITURE PER PUPIL	RATIO
Handicapped	$258	43:1
Educationally Deprived	165	28:1
GTCY	6	1:1

TABLE 10: RATIO OF EXPENDITURE/PUPIL TO EXPENDITURE/GTCY PUPIL

The handicapped figure (Table 11) was arrived at by taking 10% of the estimated size of the population between the ages of 5 to 17; 10% is the established figure used by the Bureau of the Handicapped (BEH). The size of the 5-17 year old population in the United States was estimated at 51,584,000 children in 1967 by the U.S. Bureau of Census. Using a population growth figure of 2% per year, by 1971 the estimated size of the population becomes 5,385,000. Using the same 2% rate of increase per year of the handicapped population, and the 1969 figure of 1,794,100 (Digest of Education Statistics, 1970, U.S. Government Printing Office, p. 31) as a base gives an estimate of 1,911,000 for the handicappped school-going population by 1971. This figure of 1.9 million is 35.5% of the estimated population size of 5,385,000 students which is consistent with the 40% figure that BEH uses as an estimate for the percentage of the total handicapped population of school-going age who are actually enrolled in school. Thus, the figure of 5,385,000 appears to be a reasonable estimate for the size of the handicapped population of school-going age.

	ESTIMATED SIZE OF POPULATION
Handicapped	5,385,000
GTCY	4,128,000

TABLE 11: ESTIMATED SIZE OF HANDICAPPED AND GTCY POPULATION

Comparison of the estimated handicapped and GTCY population shows that the handicapped population is at most only one-third larger than the size of the GTCY population, yet 43 times the average amount of federal funds expended per treated GTCY students (see Table 10) is spent per treated handicapped student. Even though one population should not necessarily receive exactly the same amount of attention or

funds per treated student, the ratio of 43:1 seems quite disparate. Again, we conclude from these data that the gifted and talented student is not a priority concern at present of the United States Office of Education.

III. DECISION POINTS WITHIN A TOTAL DELIVERY SYSTEM THAN CAN EFFECT PRIORITIES

III. DECISIONS POINTS WITHIN A TOTAL DELIVERY SYSTEM THAT CAN EFFECT PRIORITIES

A. RELATIONSHIP BETWEEN OFFICE OF EDUCATION, STATE EDUCATIONAL AGENCIES AND LOCAL EDUCATIONAL AGENCIES

In assessing the Office of Education (USOE) delivery system of programs specifically targeted for gifted and talented children and youth, it is necessary to investigate the relationships between the USOE and the various other agencies within the American educational system. The smallest unit in this hierarchy is the individual school in some local educational agency (symbolized by LEA). These schools are in turn subordinate to some local governing unit such as a local school board and a superintendent or by a regional board and a superintendent. Such an LEA generally determines the policy that governs the schools under its jurisdiction. Outside of the individaul school, it is usually at the board level that the ordinary citizen has contact with what is happening in education. If citizens are able to bring enough pressure to bear at this point, they can alter educational priorities in their schooling system.

The local school board, usually through the superintendent of schools, finds itself subject to its state educational agency (SEA) policies. The leverage that an SEA has over an LEA is funds. In all states, money appropriated by the state for educational purposes only reaches the LEA if the LEA complies with regulations and guidelines established by the state educational agency. The SEA in turn has its directions set by state law. By analogy SEA's perform a similar function with respect to LEA's as USOE performs with respect to SEA's.

The SEA then generally works within the framework of its state laws and the laws and regulations of the Federal government. As is true in the relationship of the SEA to the LEA, the Federal government can use the leverage of federal monies to effect the educational priorities of an SEA. Although the SEA receives its control from "above," its priorities

are also subject to influence from below if citizens and LEA's can bring enough pressure to bear on the SEA, but the greatest influence is from above. In responding to controls and guidelines from USOE, the SEA might deal directly with a bureau or office within USOE or in some cases (very few, according to our investigation) the contact and control might be exercised through one of the Federal regional offices that are maintained by the Office of Regional Office Coordination within USOE.

The next level in this hierarchy is the USOE. In general the Office of Education under the direction of the Commissioner of Education and his deputies act as the implementation agent of federal laws concerning education. In performing this function the various bureau act as catalytic change agents between the laws, the SEA's, and the LEA's. Those bureaus and divisions of USOE do not dictate what should happen at these latter levels, rather they set up and establish program guidelines to assist SEA's and LEA's in applying for federal funds to the needs of their local educational units. At this point, SEA or LEA priorities might supersede OE priorities as long as the local use can be justified under the board guidelines set up for these funds.

Any effective delivery system of federal educational programs targeted for gifted and talented children by USOE will go through this series of decision nodes before the student is finally affected. In what follows, various aspects of this series of relationships will be isolated and discussed. In particular, discussions will center around the needs a delivery system must address itself to at each node if it is to be effective.

Diagram 10 shows schematically the relationships that exist between these educational agencies, and the lines of communication that are exercised. The direction of an arrow shows which way control or influence is exerted. No attempt has been made to assess the strength of these relationships or in which direction the influences might be strongest. The heavier arrows emphasize the more active directions of influence, not necessarily the strongest.

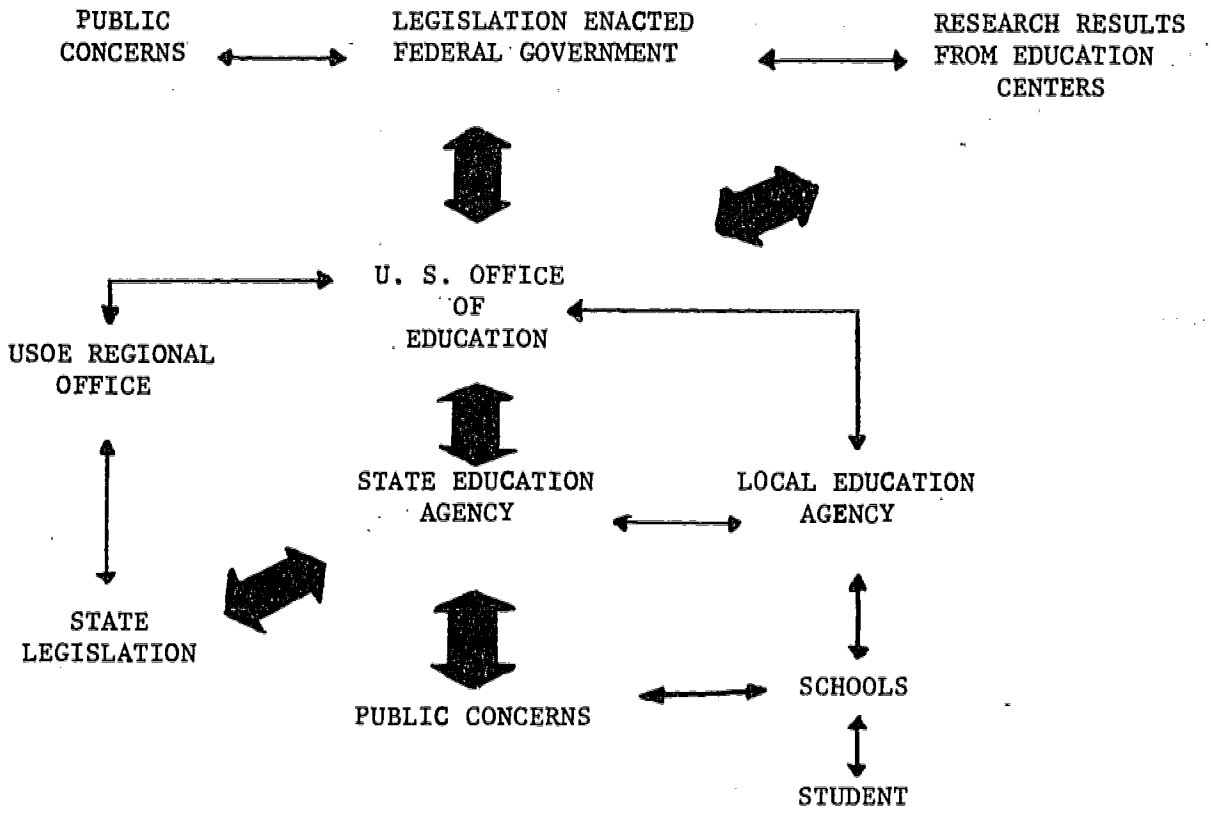

DIAGRAM 10: SCHEMA SHOWING RELATIONSHIPS BETWEEN EDUCATIONAL AGENCIES

B. LEGAL FRAMEWORK FOR OE PROGRAMS

In investigating the legal framework within which educational programs are developed, we investigated Titles I, II, III, V, VII, and VIII of the Elementary and Secondary Educational Act (ESEA) as amended through 1970, and the Education of the Handicapped Act which will replace Title VI of ESEA as of July 1, 1971. We also looked at the Higher Education Act of 1965, the National Defense Education Act of 1958 (NDEA), the Cooperative Research Act, the Economic Opportunity Act of 1964 and the Vocational Education Act of 1963. In reviewing these acts we were primarily concerned with uncovering legislation which specifically mentioned gifted and talented children and youth as recipients for program

funds, and for legislative restrictions that would not allow funds to be used for this pouplation.

A review of this material indicated that there are no restrictions within the laws that would bar funds from reaching gifted and talented children and youth. In most cases, however, the main thrust of the legislation is for a targeted population such as disadvantaged or handicapped youth, so that gifted and talented children could only be served by these program funds if they are gifted or talented and disadvantaged or handicapped at the same time. Although funds could reach GTCY through such legislation, it is rare to find funds being used in this way. The cause results from two things: Because the legislation does not specifically mentioned gifted and talented, the interpreters of the legislation take it literally and do not entertain using funds this way and since gifted and talented are not a priority concern at the OE level, program officers do not focus attention on this population. There is a pyramiding effect to this phenonemon in which SEA's and LEA's tend to use OE priorities as guidelines for determining their own priorities. Outside of Public Law 91-230 which authorized this study and the amendment of Titles III and V of ESEA to include insertion of "gifted and talented children and youth," the rest of this legislation does not specifically mention this population.

ESEA Title III (Supplementary Educational Centers and Services; Guidance, Counseling, and Testing) stipulates that funds can be used for gifted and talented children and implies the same for gifted students by allowing funds to be used for special instruction and equipment for students interested in studying advanced scientific subjects, foreign languages, and other academic areas not taught in local schools. It further implies the same kind of assistance to talented children when it specifies funds can be used to make available modern educational equipment and qualified personnel, including artists and musicians, on a temporary basis for the benefit of children. This legislation also allows funds to be used for testing students in order to identify those with outstanding aptitudes and abilities.

ESEA, Title V, (Strengthening State and Local Educational Agencies) legislation allows funds to be used by LEA's and SEA's for consulting help and technical services in particular areas of education. Gifted and talented children are mentioned in this act. There is direct evidence that some SEA's are using Title V funds for salaries for part-time consultants in the area of gifted and talented.

The evidence, indicates, however, that unless funds are specifically earmarked by legislation for a targeted pouplation, it is highly unlikely that any funds will be expended on gifted and talented youth to meet their needs except as disadvantaged youth, handicapped youth, etc. It is instructive to note that the Education for the Handicapped Act is legislation specifically designated for handicapped children: This population, however, was in the same situation as the GTCY until the handicapped became a designated population under Title VI of ESEA. The development of the Education for the Handicapped Act provides a meaningful model of how to focus federal concern on a targeted population.

The Education Professions Development ACT (EPDA), an amendment to Title V of the Higher Education Act of 1965, is designed to "...improve the quality of teaching and to help meet critical shortages of adequately trained educational personnel." This act does make provision for funding programs or projects to prepare teachers and other educational personnel to meet the special needs of exceptionally gifted students and also for programs or projects to prepare artists, craftsmen, scientists, artisans or persons from other professions or vocations to teach or otherwise assist in educational programs or projects on a long-term, short-term, or part-time basis. Since GTCY are not a major OE priority and because there is not a large grass roots advocacy group bringing pressure to bear on this area of concern, this part of the EPDA does not receive much emphasis at this time.

Although the National Defense Education Act of 1968 (NDEA) does not specifically mention gifted and talented children, it does make funds available for strengthening instruction in science, mathematics, modern foreign languages, and other critical subjects. By extension, funds could be channeled for developing programs of instruction in these areas for gifted and talented children and youth. This law tends to view top-grade instruction in these areas as critical to the protection of this country, and by implication, therefore, the development of gifted and talented students in these areas as a national resource to be developed.

A major implication to be drawn from these reviews of federal legislation related to education in comparison with what is actually happening within the Office of Education indicates that it is unlikely that a population such as gifted and talented children and youth will receive much attention within USOE unless it can become a priority concern of the office having a federal legislative foundation supporting that priority.

C. USOE NODE

The data collected on USOE was obtained by interviewing people within the various bureaus and offices. The interviewers were determined through a memo dated March 30, 1971 from Dr. Donald Davies, Acting Deputy Commissioner for Development, to bureau chiefs and office heads requesting them to assign a person from their bureau or office to provide information for this study. These names were reviewed with the project director before the interviewing process started. We interviewed people in twenty-six offices and bureaus about the present USOE delivery system of education for gifted and talented children and youth. In reporting our findings through these interviews, anecdotes from the various interviews will be used to substantiate the inferences we have drawn. The reader should not interpret an anecdotal piece of data as an isolated occurrence. We have incoporated such data only if it represents a recurrent theme throughout the interviewing process. We further caution the reader to not interpret the amount of anecdotal material as a measure for the strength or importance of the issue; rather, these excerpts represent common opinions frequently encountered during the interviewing process.

Back in the late 1950's and early 1960's there was an effort started to help develop the nation's gifted and talented students. The effort at that time was focused more on the mentally gifted since they were seen as a vital national resource central to keeping America in the vanguard of the development and exploration of space. After some initial American successes in space, this concern slacked a bit and the country began to focus more on its internal problems. The decade of racial conscience and concern and the initial impetus given to the gifted and talented began to fade in light of new concerns. Unfortunately, full fruits of the work started at this time were not fully harvested because of the shifts of concern.

- ...seven or eight years ago the big push on gifted and talented children, especially at NSE. However, now the number one priority is disadvantaged kids, so gifted and talented as a specific program is practically non-existent to the best of my knowledge.

- The basic problem at OE is that programs come and go with changes of administration.

The priorities of the Office of Education, therefore, tend to parallel the concerns of the day and it is hard to justify the continuance of earlier programming if it cannot be easily related to these concerns. The priorities of the Office of Education closely parallel the concerns of the day and very few offices or bureaus will entertain other concerns if they do not parallel these priorities. Thus, programming for the gifted and talented gets little or no visibility within USOE.

- My priorities and the priorities of this office follow those of the Commissioner and the gifted are not an issue of public concern.

- ...suggested that the important priorities in OE at this time are early child education first, education for the handicapped second, and improvement in vocational education third. Gifted and talented children are not a priority even though focusing Title III funds on projects serving gifted and talented is authorized by ESEA.

- Since gifted and talented are not a discreet group that is an OE priority, we do not list them or consider them as a high priority group.

The fact that GTCY are not a priority item profoundly effects whether or not funds do reach gifted and talented children even when there is legislation mentioning this population. Clearly, the effect of the low priority level of GTCY effects the potential for a delivery system by discouraging the use of funds for these students as gifted and talented children and youth. If they do get served by USOE funds, it is not as gifted and talented children and youth, but as part of another pouplation.

- Our division recognizes that gifted and talented children should be served by special projects, but the program needs for the first priority categories are so great that they eat up the funds before we could even consider programs for gifted and talented.

- In the National Center for Education Research, money is available for research in the area of the gifted child, but it is not used for that purpose because it is not a priority concern. For example, a very good unsolicited proposal came in to use funds for training the vocationally gifted child, but it was turned down.

- In short, Title I funds do represent a way in which these children can be served if they are brought into the programs at the local level because they are low achievers. The fact that they are gifted and talented becomes tangential to the reasons why they are being served under these funds.

- As a result, these children would receive attention not because of their gifted or talented quality, but because of their low family income.

- Again, the answer is that none of the programs mentioned above, nor the ongoing effort to strengthen education at the state level directly affect the GTCY population in any but the most tangential manner.

These anecdotes outline the most frequently cited causes and dynamics for why there is at present virtually no USOE delivery system targeted for gifted and talented children and youth. The relationship between the USOE and LEA's and SEA's, however, is equally important. Some real constraints exist in this relationship and center around needs for leadership at the state and local level and also around the issue of what role a federal agency should play in state concerns.

- The educational system does not accept the right of an individual to be different from his peers The general tendency is to pull the person to the average level because children are not thought of as individualistic.

- It's interesting to note that there is a great deal of similarity between federal priorities and state priorities.

- Usually the states assess their own needs and then get local school districts to develop programs which fit into these needs.

- Congress wanted the states to become involved with planning and evaluation. Because of personnel and time constraints, the areas have been traditionally ignored, so the ESEA amendments of 1962 were passed to strengthen planning and evaluation capabilities at the state level.

Having resolved what that relationship should be has not completely solved the problem. The states now assume fuller responsibility for planning and priority setting and the federal role is reduced to a more technical one of monitoring what happens. The plight in this is that the local and state agencies do not have enough talented staff trained in educational substance and content, with leadership qualities, training, and experience in educational program planning, evaluation of educational programs, and the implementation of such programs. The bind is that USOE does have on its staff many well qualified educational people who do have these qualities, but they are not able to exercise them because their role is delimited by legislation.

- Strengthening the educational system at the state level has benefited the system as a whole.

- As a result of 1968 amendments, the states now have virtually complete say in how 85% of Title III funds will be used.

- The role OE is now playing in administering the 85% formula funds is reviewing of state plans. We have three desk officers who review state plans to see that they conform with federal guidelines. This really amounts to checking off on procedures rather than substance.

- Not only has federal money proved necessary in order to improve educational capability at the state level, but adequately trained and motivated personnel have been difficult to find.

D. STATE EDUCATION AGENCY NODE

During April a three-day conference on GTCY was held in Miami, Florida. The attendees were people at the SEA level with responsibilities and concerns centered around developing and delivering educational programs to gifted and talented children and youth. The meeting was convened to explore how state level people are meeting the need of GTCY's and what kind of support they could use. During the conference data were collected on the types of problems and resistances the attendees meet in doing their job. Table 12 summarizes in tabular form the main difficulties as they were expressed at that conference.

The attendees were then asked to delineate what was most needed at the state level in order to more effectively help them in delivering programs to GTCY's. The six greatest needs listed in order of importance are shown in Table 13.

Rank	Problem
1	Lack of Trained Personnel at Teacher, LEA, and SEA level
2	Lack of Funds for GTCY Programs
3	Lack of Understanding of need by Public, Legislators, and Educators
4	Programs for GTCY are low priority at LEA and SEA Levels
5	Lack of Leadership, Direction, and Clear-cut objectives fit LEA and SEA level for delivering Educational Programs to GTCY
6	Poor Diagnosis of who is Gifted and Talented

TABLE 12: THE SIX MOST FREQUENTLY MET PROBLEMS AT THE SEA LEVEL IN TRYING TO DELIVER PROGRAMS TO GTCY (RANKED IN ORDER OF FREQUENCY)

Rank	Need
1	Good Public Relations for Communicating including Demonstration Projects.
2	Funds (both Formula and Descretionary) for developing programs within the state.
3	More unified efforts in areas of GTCY. This means State to State, State to Local for sharing results, work, and resources in order to develop a stronger support base.
4	Need for more State staff and consultants working solely in the areas of developing Gifted and Talented Programs.
5	Improved personnel who are well trained in teaching Gifted and Talented Children and Youth at the Local Level. This includes providing well-trained support staff for program development.
6	Better Leadership and Direction for the area of Gifted and Talented.

TABLE 13: THE SIX BIGGEST NEEDS FOR SUPPORT AT THE STATE LEVEL IN DEVELOPING AND DELIVERING PROGRAMS TO GTCY

Combining the data collected from pre-conference questionnaires sent to the participants with data collected during the conference through questions and interviews, it was possible to develop a table of categories of concern at the SEA level in delivering programs to the gifted and talented. The numerical estimates for these categories of concern were arrived at by tabulating the number of times a category was mentioned or referred to in the answers to four questions asked of the attendees at the Conference. The mentions were tabulated by category and then divided by the total number of responses (400) made. Diagram 11 shows in graphical form the summary of this process.

Rank	Category
1	Training
2	Leadership
3	Public Relations
4	Planning/Research
5	Curriculum/Materials
6	Low Priority
7	Accountability
8	Other

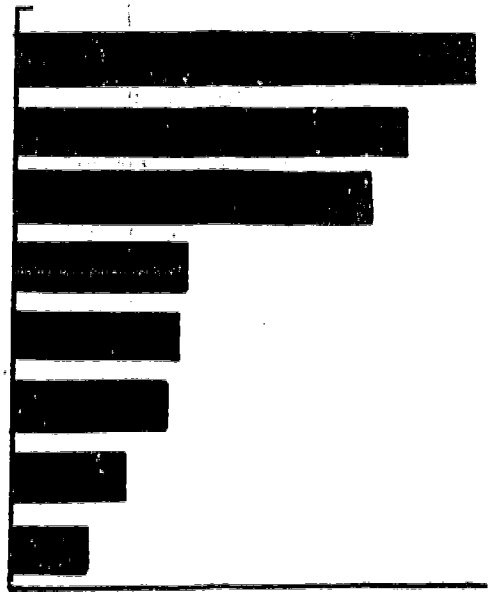

DIAGRAM 11: CATEGORIES OF CONCERN AT SEA LEVEL IN DELIVERING PROGRAMS TO THE GIFTED AND TALENTED

The single concern that most frequently arose during this conference was funds. It has not been shown in Diagram 11 because it would create a false impression of what the underlying problems are. Every entry in the diagram would need funds to be implemented, but funds will not be of any use until a solid program base has been planned with provision for evaluating, documenting, and learning from the implemented programs. On the basis of what can be learned from these experiences, it should be possible to begin replicating programs and to begin delivering programs on a much wider footing for the gifted and talented. Tracing the interrelationships between the categories of concern shown in Diagram 11 helps to better understand the SEA node within a total delivery system of educational programs for the gifted and talented.

The largest concern is for more teachers trained in meeting the educational needs of gifted and talented pupils. But, if there is such a need, then this reflects the fact that the problems and needs of these students do not receive much priority emphasis within the educational community, therefore, there are not many university training centers and programs that deal with gifted and talented. This in turn means that LEA's do not emphasize the special educational needs of these students. Leadership ties closely into this cycle because the activities now going on within the states are in general not well focussed. This has the effect of causing local efforts to be isolated from one another and thereby disjointed and non-visible. There is considerable need for planning talent at the SEA level. Lack of planning talent and coordinated research clearly relates to the need for curriculum and materials targeted for GTCY and the development of training programs centered around these materials. Planning and research should not be viewed as only a theoretical activity: planning and research also encompasses development of operational programs for use at the LEA level today. In this sense planning and research must go on at the applied level. Because there are few well-coordinated programs and because the priority for such programs is so low at the LEA, SEA, and USOE levels, it is difficult to launch a substantial

public relations program to make people aware of the needs for specialized program activity for these students.

In order to make some headway in breaking the cycle described above, the people at the conference voiced the need for leadership to help them bring together present program efforts on a national scale as a way to provide a solid foundation for continued programming to meet the needs of our gifted and talented children and youth.

E. LOCAL EDUCATION AGENCY NODE

The final decision level that can alter priorities within a total delivery system is at the local school level. We did not undertake an investigation of what the problems are at this level in delivering programs to GTCY. In order to add some perspective, however, of the size of the network of schools and teachers that affect the student directly, we incorporated some statistics on the number of independent school districts, schools, and teachers there are in the nation.

In 1968 there were 22,010 independent school districts throughout the United States. (Simon, Kenneth A., and W. Vance Grant, Digest of Educational Statistics, September 1970, p. 7.) The number of schools within these districts is shown in Table 14.

	Public	Non-Public	Totals
Elementary	70,879	15,340	86,219
Secondary	27,011	4,606	31,617
Totals	97,890	19,946	117,836

TABLE 14: NUMBER OF SCHOOLS IN U.S. 1967-1970

Source: 1970 Digest of Educational Statistics

Assuming that the increase in number of schools since the 1967-1968 school year have been on the order of up to one percent per year, this would mean that the kindergarten, elementary, and secondary 1970 student pouplation of 51.6 million children were housed in approximately 120,000 schools. Table 15 shows the estimated number of teachers who have direct contact with the student.

		1969		1970	
		Public	Non-Public	Public	Non-Public
GRADES	Elementary	1.108	.147	1.115	.146
	Secondary	.906	.080	.934	.080
		2.014	.227	2.049	.226

TOTAL NUMBER OF TEACHERS

1969	2,241,000
1970	2,275,000

TABLE 15: ESTIMATED NUMBER OF CLASSROOM TEACHERS IN U.S. FOR 1969 AND 1970.

Ultimately for a delivery system to be effective, it will have to constructively interact with 2 1/4 million teachers within approximately 120,000 schools that are administered through some 22,000 independent administrative units. This task alone is immense and will require leadership ready to deal creatively with this problem.

IV. STRATEGIES AND ENTRY POINTS FOR A DELIVERY SYSTEM WITHIN U.S.O.E.

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A. STRATEGIES AND ENTRY POINTS

Given that USOE will set up an agency or mechanism to be the focal point for a national, coordinated delivery system of educational programs for gifted and talented children and youth, what avenues should USOE pursue in establishing this agency and what are the best entry points within USOE for this agency?

The alternative strategies to set up an agency or mechanism are basically three:

1. USOE could create a new bureau solely responsible for GTCY;

2. USOE might create a new division within a bureau; or

3. USOE might set up a GTCY Program Group with the responsibility to coordinate, orchestrate and focus resources for GTCY.

Figure 1 shows schematically the three basic options that USOE might pursue.

Option one, creating a new bureau appears straightforward and simple enough to achieve. Let us weigh its pros and cons. Below is a list of some pros and cons surrounding this option.

PROS:

- A separate Bureau carries to a logical conclusion the need for national focus, a high priority concern, and the need for targeted funds for GTCY.

- Because state priorities frequently parallel federal priorities, this would have a ripple effect of state agencies setting up a bureau-level mechanism for Gifted and Talented Children and Youth.

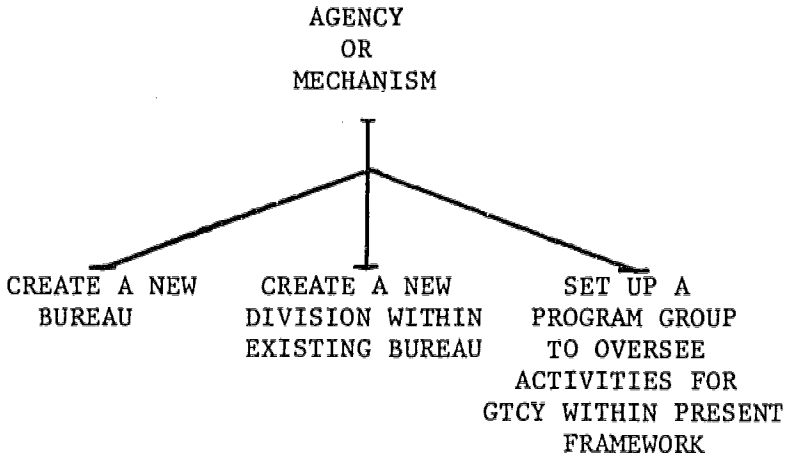

FIGURE 1: SCHEMATIC REPRESENTATION OF THREE ALTERNATIVE BASIC STRATEGIES FOR ESTABLISHING A GTCY AGENCY OR MECHANISM

- A separate Bureau would make it easier to focus and coordinate program, research, and training efforts directed toward GTCY since they would be divisions within that bureau.

- A separate Bureau with all of the resources and responsibiliites together would facilitate and process of providing national leadership for GTCY.

CONS:

- To establish a separate Bureau would probably be the most expensive route to follow in developing a delivery system.

- This would not capitalize upon existing delivery mechanisms within USOE.

- The establishment of a separate Bureau would require special legislative action.

- A separate Bureau might make it more difficult to coordinate the GTCY-serving activities of existing Bureaus and Divisions who serve other targeted populations that also contain GTCY. Because gifted and talented would be separated as a special population, those gifted and talented who are also handicapped, for example, might not receive the attention they need as handicapped at the same time they have their special needs as gifted or talented served.

Assuming that this path is taken, where are the best entry points for this Bureau within USOE? The two most logical spots for such a bureau would be under either the Deputy Commissioner for School Systems or the Deputy Commissioner for Development. Establishment of the bureau under the Deputy Commissioner for Development makes sense as a beginning step, since there is the need to focus a great deal of thought and planning around the present state of educational knowledge of education for GTCY's, how to use this base for planning a delivery system to GTCY, and the development of a national strategy for realizing the delivery system. There is possibly one major drawback to this location for a bureau. The need in an effective delivery system is for operational programming built around a sound body of knowledge whereas if the focus on GTCY got labeled as a research or developmental effort, it could delay considerably an operational delivery system that serves GTCY's on a wide scale. Ultimately, the most logical and natural position for a bureau would be under the Deputy Commissioner for School Systems, since the final aim of a delivery system is to reach gifted and talented students who are in school at the elementary and secondary level. This implies that if such a bureau is first established under the Deputy Commissioner for Development, that ultimately the Bureau should leave that organizational spot to come under the Deputy Commissioner for School Systems. The structure of a Bureau for the Gifted and Talented should at least be similar to that of the Bureau of Education for the Handicapped and include an educational service division, a research division, and a training division.

The second type of strategy that can be pursued is one of attaching responsibility for gifted and talented to an existing Bureau, through the creation of a new division within the Bureau. Pros and cons to be considered in this type of format are:

PROS:

- A delivery mechanism would already exist in the Bureau and the Division for Gifted and Talented would be able to build on it without having to start from ground zero.
- The cost outlay for setting up a division should be much smaller than what would be required for setting up a full bureau.
- It would be easier to set up a division under an existing Bureau within USOE than to establish a new bureau. The creation of a division could be handled on a lower decision level than that of a bureau and it would probably not require as much administrative detail as the creation of a bureau would.
- Major legislation would not be required; at most the legislative requirement would probably be in the form of an amendment to present legislative structure.
- There would be less duplication of effort and functions in setting up a division instead of a bureau.
- By placing the Division within the Bureau that serves most elementary and secondary students, it would be easier to coordinate GTCY activities with programs reaching other targeted populations.

CONS:

- The strength of focus on gifted and talented might not be as strong as it would be with the establishment of a full bureau.
- It is possible that the concerns of a division within a bureau focused on other populations might be submerged by the bureaus main focus. To the extent that the division manages dollars of its own, this concern diminishes.

- It might be more effective to coordinate the full spectrum of services necessary for a complete delivery system to GTCY from the division level instead of the bureau level. In more generalized terms, a division would not have as much organizational clout as a bureau would.

The entry points for a separate division devoted to the gifted and talented are numerous but the most logical spots for attaching the division are under the Bureaus that report to the Deputy Commissioner for School Systems or the Deputy Commissioner for Development. If the prevailing sentiment indicates that the division should go through a couple years devoted to planning and experimenting with the best ways to meet the needs of GTCY, then the division might begin under the Office of Program Planning and Evaluation (particularly the Elementary and Secondary Programs Division) or the Office of Priority Management. These positions are subject to the same constraints as placing a bureau under the Deputy Commissioner for Development. The need is for an effective delivery system that is operational; a system that is delivering programs to students.

For these reasons, it seems most logical for the division to rest under the Deputy Commissioner for School Systems. As a division it might come to rest under the Bureau of Education for the Handicapped, or the Bureau of Elementary and Secondary Education.

The third strategy for setting up a delivery system within USOE would be to create a GTCY Program Group (GTPG). The GTPG would consist of a nucleus of experts in Gifted and Talented education (minimum staff requirements: 3 professionals with appropriate staff support) to be augmented by assignment of staff from various bureaus and divisions within USOE who can coordinate the funding and functions of existing programs to maximize benefits to GTCY. The role of the GTPG would be to provide planning support for GTCY coupled with the responsibility of overseeing and coordinating funding specific to GTCY. The members of the GTPG in addition to the nucleus group would be from two categories:

1. Where funds are specifically appropriate or otherwise categorized through administrative procedures, line responsibility for their administration must reside with the GTPG. This can be accomplished through the assignment of the GTPG by relevant OE program managers of a line employee (for all or part of his time) to administrate the categorized program funds.

2. The other members of the group should be line people from OE programs which do not have specific funds for but which have relevance to GTCY, and who have the authority to see that action could take place within their bureau or division.

In order to insure that this strategy become effective, it would be imperative that all persons who form the group are involved in the process of determining the shaping policy for GTCY and also that they have sufficient organizational leverage to effect programs. This would suggest that division heads should be part of the GTPG. Pros and cons of this strategy include:

PROS:

- Leadership could be provided without the need for setting up the full structure of a bureau or a division.

- Maximum interaction and coordination with present USOE divisions could be effected.

- Gifted and talented children and youth who are also part of another targeted population would have a good chance for both sets of their needs to be addressed.

- It would be possible to coordinate the use of present funds in given bureaus and divisions that are reaching gifted and talented children and see that the funds are used to meet their needs as gifted and talented children as well.

CONS:

- There might be conflict generated where some funds within a given division targeted for a specific group, educationally deprived, for example, are used only for that part of the population that is gifted and talented.
- Conflict might arise over whom the line person in a division is responsible to when there is a clash between division priorities and gifted and talented priorities.
- The visibility of gifted and talented children would not be as high as in the case where a separate bureau or division is established.

The entry point for the staff function might occur at several points within USOE. Typical spots where this staff group might be attached are to the Deputy Commissioner for Development, the Deputy Commissioner for School Systems, under the Office of Special Concerns, or the Office of Priority Management. A clear logical case can probably be made for it to reside in any of these spots, but ultimately the choice should bring the agency as close to the program level serving students as possible. Wherever the final choice puts this staff function, it must coordinate activities that bear on the preschool level, the elementary and secondary level, the university level, the research level, and the teacher training level if the delivery system is to be effective in delivering educational programs to these students.

B. SUBSEQUENT ACTION FOR USOE

The three strategies suggested in the preceding section represent various points along a continuum. At one end of the continuum is the establishment of a new bureau, through the intermediate position of forming a new division within an existing bureau to the other extreme of a staff function with support personnel within the present divisions and bureaus. By constructing a series of continua to represent each issue that would have to be resolved before deciding which strategy

to pursue in setting up an agency or mechanism within USOE to serve the needs of gifted and talented children, it would be possible to see which strategy would best resolve the issue and finally to see if one strategy is clearly superior because it best meets the largest number of issues that have to be resolved.

The decision of which strategy should be pursued will have to be made by USOE staff. The decision must take into consideration what strategy is most likely to be successful within the present USOE structures and political system. These decisions can be made by an outsider. However, it is unlikely that non-USOE personnel would have as good an understanding of the operating realities of USOE as, for example, the Deputy and Associate Commissioners have. The logical structure can be outlined quite easily, but that does not insure that the delivery system will be a success. The logical structure must be superimposed on the operating realities if a highly feasible strategy is to be chosen. For maximum effectiveness, it is further important that those people who will be most affected by the creation of an agency or mechanism within USOE take part in reaching the final decision as to which strategy will be pursued. Since a delivery system must be implemented in the field, it would be useful to test the appropriateness of the strategy with some Regional OE, SEA, and LEA people before finalizing the decision.